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ABSTRACT

Data on Idaho's limited-English-proficient (LEP) population and the educational services provided to them are reported, as required by federal regulation governing Elementary and Secondary Education Act TITLE VII grants. The first part summarizes the information gained from data collection in 63 school districts, focusing on size and characteristics of the LEP student population and LEP program design, teaching methods, access to district core curriculum, and staffing. The second part reports on state technical assistance activities, including workshops on identification and instruction of LEP students and school district site visits to monitor legal compliance. In the third part, the following conclusions are drawn: (1) efforts to identify and provide educational services to this population have greatly increased; (2) LEP students continue to perform below grade level expectations; (3) there is little uniformity among districts in approaches to identifying students; (4) most are identified in the lower grades; (5) 416 students needed but were not receiving services. Appended materials include summaries of school district LEP program application and assessment data. (MSE)

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EVALUATION OF PROGRAMS FOR LIMITED ENGLISH PROFICIENT STUDENTS

Fiscal Year 1990
1989-90 School Year

JERRY L. EVANS
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

BOISE, IDAHO

FL 020 156

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IDAHO STATE DEPARTMENT OF EDUCATION
EVALUATION OF PROGRAMS FOR

LIMITED ENGLISH PROFICIENT STUDENTS

Fiscal Year 1990
(School Year 1989 - 1990)

PRINTED ON RECYCLED PAPER

EVALUATION OF PROGRAMS FOR LIMITED ENGLISH PROFICIENT STUDENTS

Fiscal Year 1990
(School Year 1989 - 1990)

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The observations included in this report are those of a private external evaluator with a professional background in evaluation and bilingual education.

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INTRODUCTION

This report is submitted by the Idaho State Department of Education in compliance with Part 548 of Title 34 of the Code of Federal Regulations governing grants to State Educational Agency Programs under the Bilingual Education Act, Title VII of the Elementary and Secondary Education Act. Paragraph 548.10 of the regulations requires that the state "collect, aggregate, analyze, and publish data and information on the limited English proficient persons in the State and the educational services provided or available to those persons."

The Department has collected, aggregated, analyzed and published data on the State's limited English proficient (LEP) students since 1983. Part One of this report is a summary of the highlights of the information gained from the data collection.

Paragraph 548.11 of the Bilingual Education Act allows the state educational agency to use Title VII funds to engage in additional activities, such as planning, developing, reviewing and evaluating educational programs for limited English proficient students, providing or coordinating technical assistance, and providing training to carry out programs such as those assisted by the Act. The other activities conducted by the department under its Title VII grant include:

1) Reviewing and evaluating limited English proficient programs.

2) Providing, coordinating, or supervising technical and other forms of non-financial assistance to school districts (LEAs), community organizations, and private elementary and secondary schools that serve LEP students.

3) Developing and administering procedures for the identification of LEP students and the assessment of their educational needs and competencies.

4) Providing staff development activities designed to improve services to LEP students.

5) Designing activities and services to build the capacity of the LEAs to meet the educational needs of LEP students.

Part Two of this report is a summary of the state's efforts toward accomplishing these activities.

The State sets the following requirements for all school districts:

1) Conduct a home language survey to determine if a language other than English is spoken at home.

2) Assess children from homes where a language other than English is spoken for English language proficiency.

3) Design and structure a program of instruction to meet the educational needs of identified LEP students.

4) Submit a formal project application for SDE approval which outlines a program to meet the educational needs of LEP students.

5) Measure and report the progress of LEP students.

6) Report to the State Department of Education the results of an LEA program evaluation.

7) Submit LEP data to the SDE as required by Public Law 100-297 and a U.S. District Court Consent Decree of 1983, Civil No. 79-1068.

Requirements 4, 5 and 6 provide the basis for gathering the information contained in the present report. The state of Idaho collects that information in three ways. First is through a document called an Education Plan for Limited English Proficient (LEP) students. This document is a revision of the previously-used LEA Program Application. The document is in the form of a questionnaire and is sent to all school districts in the state in the fall. Districts that have any limited English proficient students enrolled complete the form and return it to the State Department of Education. Other districts submit a written statement to the effect that no LEP students are enrolled. In 1989, 64 districts completed and returned the questionnaire, as compared to 54 districts in 1988. Fifty districts submitted written statements attesting that no LEP students were enrolled, as compared to 47 in 1988. The increase in both figures reflects the increased effort on the part of the State Department of Education to ascertain the educational condition of LEP persons in Idaho, and the heightened awareness of that condition on the part of districts throughout the state.

The second method is a site visit by the Title VII Bilingual/ESL Consultant and the other staff of the Compensatory Education Bureau to verify first-hand the LEP enrollment data and obtain detailed information on the kinds of services provided by the district in terms of personnel, materials, and instructional strategies. In 1989-90, the staff conducted formal on-site reviews of thirty districts, double the figure visited the previous year.

State policy requires annual review of all districts with an LEP population, in accordance with the 1983 consent decree. The above-mentioned on-site reviews are one approach to meeting this requirement. Another approach is through the third method of data collection, which is a written Assessment of the Limited English Proficient Program, completed by districts that submitted a Plan in the fall. This assessment also reports data on enrollment figures, assessment, parent involvement, and staff development. Previously, only districts

that had submitted a fall application and were not visited by a State Department representative submitted this spring assessment.

The Assessment is an efficient way to meet the annual review requirement, given that time, budgetary and personnel constraints make it prohibitive to visit all districts that report LEP enrollment. Demographics have changed in Idaho since the time of the consent decree, when LEP students were concentrated in fewer districts. It is now common for even smaller, more remote districts to enroll at least a few LEP students.

In the spring of the 1988-89 school year, 30 districts completed and returned the assessment form. In 1989-90, the policy was changed to require an assessment of all districts that had submitted an Education Plan. Consequently sixty-three districts submitted the assessment by June, 1990. The one district that did not return the assessment was in fact not required to because it had no LEP students. Thus the State has enjoyed a 100% cooperation rate on the part of the districts in collecting data on the educational condition of LEP students.

The information contained in this report is derived from the three sources described above. Part One represents the statewide totals of data provided by individual districts, with comments and interpretation. Detailed summaries of the data from data collection instruments are provided in the appendices, along with some additional commentary. Part Two describes the state's technical assistance and training activities. Part Three consists of conclusions drawn from Parts One and Two.

PART ONE: SUMMARY OF DATA ON LEP STUDENTS AND PROGRAMS
STUDENT IDENTIFICATION

The September 29, 1989 school census showed a statewide student population of **216,909** in the public schools. Among them, the initial home language survey identified students from 34 non-English language groups. The number of students identified by home language was 5,480, an increase of 1,603 over the number identified in 1989, which was 3,877. The increase reflects the greater effectiveness of the data collection effort.

The figure of 5,480 means that **2.5%** of the state's students are not from English-speaking backgrounds or are from backgrounds with a significant impact of a non-English language; in contrast, the previous year's data showed less than 2% of the state's students in that category.

The largest language group was Spanish, with 4,687, which is 85% of the total number of students from non-English backgrounds. The number of reported Spanish-background students increased by 1,754 over the previous year. The second largest group was Native American languages, with 168, or 3%. This was a significant decrease of 463. This anomaly was due almost entirely to the fact that one district that serves a large number of Native American students chose not to report them as from a non-English background, which it had in 1988. The third largest group was Lao, with 86, or 1.6%. This was a decrease of 55 from the previous year.

Further details of the numbers of students from different language groups are provided in Appendix A.

Home languages other than English are identified through a variety of methods. Sixty-one districts reported using observation and referral by school personnel; forty-four reported that a question on home language background is routinely asked during enrollment; forty-utilized a home visit or parent conference; and twenty-nine utilized a written home survey. All but eight took advantage of more than one method of identification.

Public school districts are required to assess the English proficiency of students with a home language other than English. The districts reported a total of 2,929 who were identified as limited in English proficiency. This is 53% of the total possible.

In the spring assessment, 63 districts reported 3,440 LEP students enrolled in the public schools, of whom 3,389 received special services. This increase is largely due to the influx of migrant students.

Three LEP students were identified in private schools within the responding school districts. Assessment for English language proficiency was conducted through various means: criterion-referenced tests, norm-referenced tests, and teacher-constructed tests from grade-level texts. Norm-referenced tests were the most frequently named means of assessment,

named by thirty-seven districts. However, thirty (47%) of the 64 districts reported using more than one kind of instrument for assessing language proficiency. The most frequently named instrument was the Language Assessment Scales (LAS), used in 32 districts, the same number that reported using it in 1988. The LAS, which is published by CTB McGraw-Hill, is designed to be a measure of oral English proficiency, testing subskills of sound discrimination and production, vocabulary, aural comprehension and oral production.

Detailed information on the variety of instruments used is provided in Appendix A.

Of the children identified as LEP, 2,249 (77%) qualified as migrants eligible for services under Chapter 1-M. This means the total number of migrant LEP children reported in the fall of 1989 exceeded the 1988 figure by 811, and the percentage of LEP children who were migrants increased from 65%. Again, it is likely that these changes are more reflective of more accurate reporting by the districts than of any substantial changes in the State's demographics.

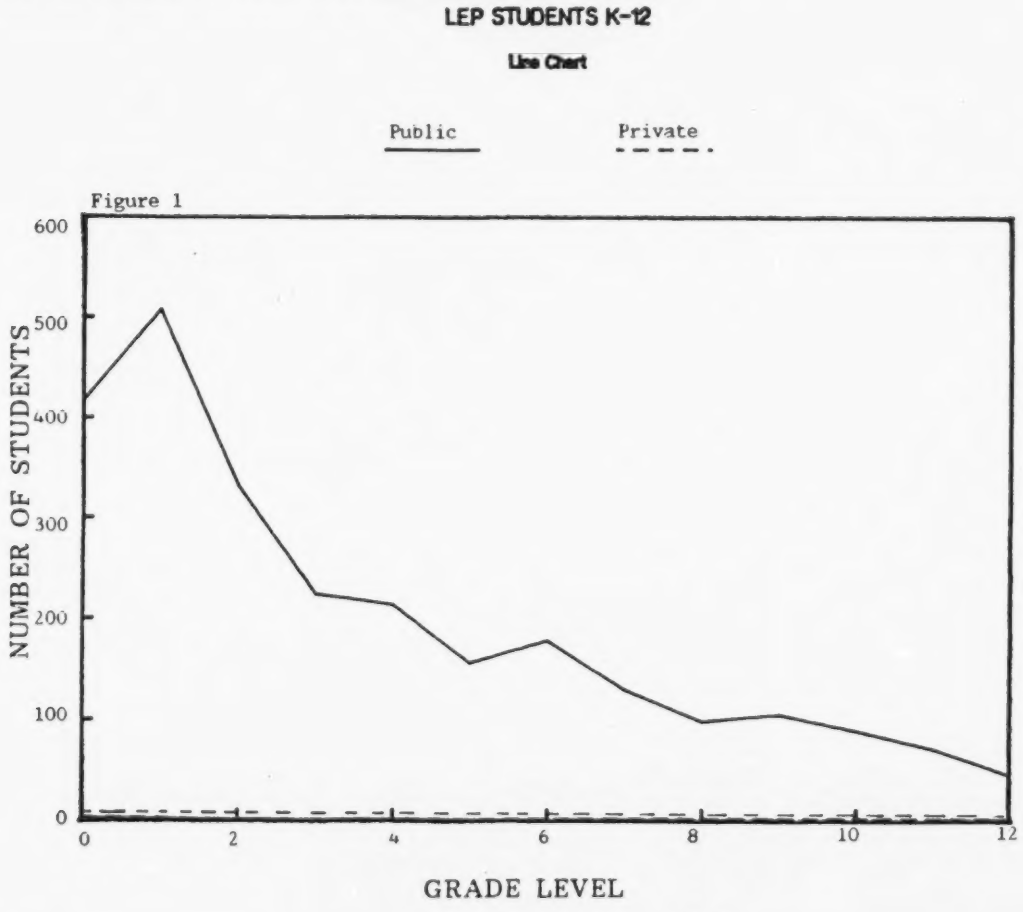
The fall plans reported a total of 2,576 students receiving special LEP services, and 416 who needed but were not receiving them. This suggests that 88% of those students who were assessed as limited in English proficiency were being given special services, which is an increase from the 63% reported the previous year. Implications of this finding are discussed under "Conclusions".

NOTE: The number of students receiving services and needing but not receiving services totals 2,992 which exceeds by 63 the number identified as LEP. This discrepancy is probably due to the fact that some districts had not formally assessed and identified LEP students but were nonetheless providing special services. In some cases, the students served had been identified the previous year.

Respondents reported the numbers of LEP children by grade level who received services in both public and private schools within their districts.

Grade	Public	Private
K	417	2
1	508	1
2	331	0
3	224	0
4	213	0
5	156	0
6	178	0
7	129	0
8	97	0
9	104	0
10	88	0
11	70	0
12	44	0
TOTAL	2576	3

This chart shows the same trend for decreasing numbers of LEP students in higher grades that was seen in the 1988-89 report. This trend is displayed graphically in Figure 1, below. However, except for the generally higher numbers served in all grade levels, the patterns remained stable between 1988 and 1989.



EDUCATIONAL CONDITION OF LEP STUDENTS

More detailed information on LEP students' educational condition came from the respondents to the program assessment, as follows. (This information is also found in Appendix B.)

The program assessment asked respondents to estimate the percentage of LEP students in the four grade ranges listed below who were below grade level in reading, mathematics, and writing, and who lacked listening and speaking skills in English. The following table shows the number of respondents who reported these percentages per grade range and content.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	55	54	43	45
Math	56	53	48	43
Writing	55	54	49	45
Listening and Speaking	56	53	48	43

The fact that fewer districts reported figures for LEP students in the higher grade ranges is reflective of the lower enrollment of LEP students in higher grades as noted above. There are three possible interpretations of this phenomenon. One is that students acquire English skills and cease to be LEP as they advance in school. A second is that the LEP students achieve grade level abilities. And a third interpretation is that many LEP students have dropped out before they reach the higher grade levels, due in part to academic language demands. The State Department of Education's planned collection of drop-out data by ethnic group may help to determine whether this is in fact the case.

The following table shows the median percentages reported for the number of LEP students determined to be below grade level during the 1989-90 school year in reading, math and writing and lacking listening and speaking skills in English.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	60%	80%	75%	90%
Math	43%	50%	45%	40%
Writing	60%	82%	80%	87%
Listening and Speaking	67%	67%	60%	77%

Median rather than mean percentages are reported here because the percentages reported by the districts were based on differing numbers of students. The median value means that half the respondents reported a percentage greater than the value given in the table, and half reported a percentage lower than that value. A greater degree of accuracy could be attained by asking respondents to report actual numbers, and then converting those numbers to percentages in the statewide aggregation.

The data in the above chart are similar to the data reported in 1989, except that the median percentage of LEP students considered to be lacking in English speaking and listening skills was lower in each grade range by at least thirteen percentage points. As discussed under "Conclusions", this may indicate that schools are determining limited English proficiency on the basis of reading and academic language and not just oral communicative ability; such determination is consistent with current insights into language development and assessment.

INSTRUCTIONAL SERVICES FOR LEP STUDENTS

Instructional Methods

Different methods are used by the districts to serve LEP children in order to develop their English language skills and academic and cognitive knowledge. These methods include different approaches to teaching English as a second language (ESL), delivery of content instruction, the role of the native language in instruction, the roles of teachers and aides, in-class and out-of-class settings, kinds of materials used, and utilization of peer interaction. Respondents to the fall Education Plan were offered nine approaches and asked to indicate which of them described local practices.

The following chart shows how many respondents named each approach.

Model	NUMBER
ESL within regular classroom	35
ESL class with certified teacher	23
Self-contained bilingual classroom	4
Pull-out with aides	52
ESL in content area	31
Adaptation of regular materials	34
Native language materials	10
In-class native language support with aides	27
Peer tutoring/cooperative learning	43

English Language Instructional Models

Several instructional models are available specifically to provide English language development. Respondents to the spring Assessment were asked to indicate which six models differing according to setting and staffing best described local practices. The following chart shows the number of respondents that identified each model.

Modified regular classroom	41
Peer tutoring	40
Teacher pullout	31
Summer school	32
Aide/tutor pullout	57
Other	11

Access to District Core Curriculum

The State Department of Education recognizes that educational services to LEP students must encompass more than English language development, although that is a critical and basic aspect of services. However, it is not reasonable to expect LEP students to first become fully proficient in English and then "catch up" with other students in academic knowledge and cognitive skills. Therefore, the Education Plan asks the districts to indicate what methods they are using to provide LEP students access to the core curriculum. They were asked to select among regular instruction in the mainstream classroom, modified mainstream classroom, content instruction in students' first language, pull-out content tutoring, and after-hours content tutoring as describing the local methods. Within modified mainstream classroom, respondents were also asked to identify which of seven specific methods described local practices: assistance by resource teacher, simplified teacher speech, ESL in content area, adaptation of regular materials, supplemental native language materials, in-class native language support, and peer tutoring/cooperative learning. Following are the numbers of districts that reported using each method.

Method	Number
Regular mainstream	56
Modified mainstream	45
Resource teacher	37
Simplified teacher speech	24
ESL in content area	31
Adapt regular materials	43
Supplemental native language materials	12
In-class native language support	27
Peer tutoring/cooperative learning	42
Content instruction in first language	13
Pull-out content tutoring	43
After-hours content tutoring	7

Staffing

The Education Plan also indicated how many district staff members in various categories were specifically assigned per job description to serve LEP children.

Position	Total Number
Teachers	
Elementary	53
Middle School	12
Junior High School	21
High School	17
ESL/Bilingual Resource Teacher	15
Aides	
Elementary	95
Middle/Junior High	26
High School	14
Counselors	11
Psychologists	9
Other	17
TOTAL	290

In fact, fewer than 290 individuals served LEP students per job description. Some respondents indicated that, for example, the same individual might work as an aide at both the elementary and high school levels. Such an individual would have been counted twice. The figure of 290 is 100 less than the total staff reported the previous year. The reason is due to a change in the wording in the 1989-90 instrument, which stipulated "per job description". It was evident in the analysis of the 1988-89 data that many staff persons were reported who happened to be working with students who happened to be LEP; however, LEP services per se were not a specific job assignment.

PART TWO: STATE TECHNICAL ASSISTANCE ACTIVITIES

The State Department of Education employs an ESL/Bilingual Education consultant funded under the Title VII grant, who is responsible for monitoring the districts' programs for LEP students and for providing technical assistance to them. The purpose of this technical assistance is to build the capacity of the state and the districts to meet the educational needs of limited English proficient persons.

The technical assistance efforts in 1989-90 were primarily in two categories:

1. Sponsoring a series of workshops and classes for college credit throughout the state on topics concerned with the identification and instruction of LEP students.

2. Conducting site reviews of districts to monitor compliance with state requirement for the education of LEP students.

Workshops and Classes

The greatest effort in statewide staff development on the part of the State Department of Education was the provision of regional workshops on sheltered English, for which Boise State University awarded college credit to participants who completed course requirements.

Sheltered English, or sheltered mainstream instruction, is an approach that has become increasingly popular, especially in the western states, in the past few years. The approach integrates LEP students into mainstream classes along with non-LEP students, taught by regular, certified classroom teachers who utilize a variety of techniques to promote English language development while simultaneously providing access to academic subject matter.

The regional workshops were held in Boise, Twin Falls, Coeur d'Alene, and Idaho Falls, featuring Dr. Linda Northcutt Gonzales, from Bassett Unified School District, in Southern California. She is a widely known authority and proponent of sheltered English instruction.

The session held in Boise was attended by 45 persons, from the following agencies and school districts:

State Department of Education
Boise District #1
Meridian District #2
Kuna School District #3
Nampa School District #131
Caldwell School District #132
Melba School District #136
Parma School District #137
Vallivue District #139
Glenns Ferry School District #192
Mountain Home School District #193
Emmett School District #221
Marsing School District #363
Homedale School District #370
New Plymouth School District #372
Fruitland School District #373
McCall-Donnelly School District #421
Weiser School District #431

Fifty-five persons attended the session held in Twin Falls, representing the following school districts and agencies:

Blaine County School District #61
Cassia School District #151
Gooding School District #231
Bliss School District #234
Jerome School District #261
Valley School District #262

Dietrich School District #314
Minidoka School District #331
Twin Falls School District #411
Buhl School District #412
Kimberly School District #414
Castleford School District #417
Murtaugh School District #418
Idaho Migrant Council

Ten persons attended the session held at Coeur d'Alene, from the following school districts and agencies:

Bonner County School District #82
Boundary School District #101
Moscow School District #281
Lewiston School District #340
Lewis-Clark State College

Ninety-three persons attended in Idaho Falls, representing:

Pocatello School District #25
Bear Lake School District #33
Snake River School District #52
Blackfoot School District #55
Firth School District #59
Shelley Joint School District #60
Idaho Falls School District #91
Bonneville School District #93
Challis School District #181
Fremont County School District #215
Jefferson County School District #251
Ririe School District #252
South Lemhi School District #292
Madison School District #321
Sugar-Salem Joint School District #322

Dr. Northcutt Gonzales was assisted in her trainings by Larry Tucker, of the Interface Region IX Title VII Bilingual Multifunctional Resource Center in Beaverton, Oregon. Mr. Tucker, at the State Department's request, conducted follow-up trainings on sheltered English at the following sites:

Blaine County School District
Blackfoot School District
Bonner's Ferry School District
Rigby School District
Snake River School District
Bonneville School District
Fruitland School District

The State Department of Education, in conjunction with the Northwest Regional Educational Laboratory, also arranged college credit for a Language Development Specialist course offered in Twin Falls and Minidoka. The course consisted of seven sessions taught by specialists and experts from within and outside of Idaho. Following is a list of speakers and their topics.

Dr. Scott Enright, Georgia State University; Integrating ESL with Content Area Requirements
Dr. Louis Moll, of the University of Arizona; Community Knowledge and Literacy Development for LEP Students
Carlos Cardona-Morales, Northwest Lab; Legal In Instructional Program Design
Dr. Fred Genesee, McGill University, Montreal; Structured Immersion in LEP-impacted Schools
Dr. Maryann Santos de Barona, Arizona State University; Language Minority Students and the Assessment Process
Dr. Gustavo Gonzalez, Texas A&I University; Teaching and Learning with BICS and CALP
Dr. Sonia Berguno de Hunt, Nampa School District; Student Achievement and Diagnosis Assessment
Michael Donlin, Seattle School District; Adapting High Schools for LEP Students
Marion Licano, Toppenish School District, Washington; Principals and Instructional Programs
Alfredo Aragon, Northwest Lab; Training of Trainers.

The topics offered at Minidoka included:

Orientation to LEP Educational Needs
Training of Trainers and Student Achievement and Diagnosis Assessment
Teaching and Learning with BICS and CALP
Adapting High Schools for LEP Students
Structured Immersion in LEP Impacted Schools
Principals and LEP Instructional Programs
Community Knowledge and Literacy Development

The topics offered at Twin Falls included:

Teaching and Learning with BICS and CALP
Language Minority Students and the Assessment Process
Structured Immersion in LEP Impacted Schools
Legal Issues in Instructional Program Design for LEP Students
Training of Trainers
Community Knowledge and Literacy Development
Integrating ESL with Content Area

Another course sponsored by the Department of Education and offered for credit was a High Intensity Spanish Training.

Two other trainings were organized by the State Department of Education. One was a proposal development workshop held on July 19-20, 1989, conducted by Dr. Jay Fuhriman of Boise State University. The purpose of the workshop was to assist Idaho school districts in writing successful proposals for funding under Title VII, the Bilingual Education Act. The second was a two-day workshop held on October 5-6, 1989. The first day dealt with proposal development and was conducted by Dr. Jay Fuhriman. The second day dealt with bilingual program design and was conducted by personnel from the Interface Title VII Bilingual Multifunctional Resource Center.

The biennial Chapter 1, Migrant, and ESL Conference was held in Boise in March, 1990. The Bilingual/ESL, Chapter 1 and Chapter 1-Migrant staff worked collaboratively to host the event. The conference brought in prominent speakers from around the nation. The speakers were:

Dr. Edward Frierson; keynoter, "Developing the Keys to Excellence in Teaching and Parenting", and "Paddle Your Own Canoe"
Dr. Steven Jackson, San Antonio, Texas; "Cooperative Learning"
Dr. Linda Gonzales, Basset USD, California; "Making Sheltered English Work"
Linda Hoyt, Beaverton School District, Oregon; "Whole Language Strategies"
Dr. Edys Quellmalz, Chapter 1 TAC; "Promoting Advanced Skills in Chapter 1"
Dr. Henry Levin, Stanford University; "Accelerating Education of At-Risk Students"
Dr. D. P. Jim Prekeges, Houghton Mifflin Co.; "Having Fun Learning Mathematics"
Dewayne Smith, Consultant, Oregon; "Reader's Theatre"
Dr. Gary G. Rude, Association of Washington School Principals; "Let's Overcome the We-They!"
Dr. Lawrence J. Dolan, Johns Hopkins University; "Success for All"
Dr. Allen Mendler and Dr. Richard Curwin, Discipline Associates, New York; "Discipline with Dignity"
Dennis Goin, Edge Learning Institute, Tacoma, WA; "Unlocking Your Potential"
Helen Nissani, Interface Network, Oregon; "Young Children Play and Learn: Developing Appropriate Practices for the Young Child"
Dr. Lynn Reer, Western Oregon State College, with Donna Schwandt, Coeur d'Alene; Francine A. Ogden, Moscow; Dianne Kruse Hickey, Nampa; Becky Savage

Heartburg, Craigmont; "Youth 2000: Successful Secondary Alternatives"

Dr. Meta Potts, National Center for Family Literacy, Louisville, Kentucky; "Family Literacy--Its Past and Its Promise"

Luis Ibarra, Valley of the Sun United Way, Phoenix, Arizona; "Developing Successful Educational Partnerships"

Sue Miller Hurst, Starshine Foundation, Del Mar, California; "Learning as Joy--Teaching as Art/Creating Mind-Compatible Classrooms"

Lynne Mainzer, Johns Hopkins University; "Student Team Learning"

Janice Marie Sullivan and Mary D. Fried, Ohio State University; "Reading Recovery"

Daniel Duarte, Interface Network, Oregon; "Bafa Bafa"

Dr. Anthony F. Gregorc, Shawnee Mission, Kansas; "The Mind and Its Styles"

Several sessions were directly related to the education of language minority students, and all were relevant to issues of disadvantaged or at-risk students.

The conference was attended by 823 participants form throughout the state.

Site Reviews

The State Bilingual/ESL Consultant, in a coordinated effort with other members of the staff of the Compensatory Education Bureau, conducted site reviews to ensure that the districts were in compliance with state guidelines, and to offer recommendations and observations regarding the kinds and quality of services offered to LEP students. (As stated in the introduction to this report, State policy requires annual review of all districts with an LEP population. At present, the questionnaire detailed in Appendix B substitutes to a degree for on-site reviews, given the staff, time and budgetary constraints that make visits to all districts impossible.)

In 1989-90, State Department of Education staff conducted over 30 on-site compliance reviews, more than doubling the level of effort over the previous year. Examination of the review documents and follow-up correspondence showed that the reviewers found much to commend in the districts visited. Particular praise was offered to districts that showed coordinated instructional efforts among the mainstream teachers, supplementary program staff (such as Chapter One and Migrant), and the LEP program. The reviewers also commended districts for efforts at staff development and increased efforts in the identification and assessment of LEP students.

At only a few of the districts visited were compliance issues discovered. When districts were found out of compliance with state or federal laws governing LEP education, the issues were documented by the State, and districts were given 30 days to respond. The three compliance issues which surfaced dealt with identification, assessment, and district support. Because

many of the state's LEP students are also migrant, there is a tendency to perceive LEP students as the domain of the migrant program. Therefore, procedures were not always in place to identify and assess non-migrant LEP students. Similarly, ESL and other support services were in some cases provided exclusively by Migrant staff, and there was no district plan or support for a language development program.

In their responses, some districts reported that home language identification had been incorporated into registration. One district reported that it had subsequently adopted a home language survey form, and submitted a copy of it. The issue of assessment of LEP students was addressed by the formation of a building assessment team, with representation of regular as well as supplemental instructional staff. One district adopted a commercially available language proficiency test.

That State ESL/Bilingual consultant encouraged districts that were lacking a language development program to concentrate on staff development in order to build local expertise in the delivery of appropriate instruction to LEP students. In fact, several of the districts visited had participated in the State-sponsored workshops and courses described above. The consultant also encouraged districts to hire qualified language development specialists to serve as ESL/bilingual resource teachers.

The 1988-89 report stated that the ESL/Bilingual Consultant took advantage of the site visits to encourage the districts to look for ways to take responsibility for the education of their LEP students. In 1989-90, correspondence from the districts contained statements that showed a commitment to doing so. This is a further indication that the State's efforts have taken effect.

PART THREE: CONCLUSIONS

The findings of this report show a greatly amplified and intensive effort statewide, under leadership of the State Department of Education, to identify and provide educational services to students whose home or native language is other than English. Data from the spring Assessment, reported in detail in Appendix B, show a major effort on the part of the school districts to involve more classroom teachers in training for the education of LEP students. The number of districts that indicated a need for training in sheltered mainstream instruction, as reported in Appendix B, is also evidence of this.

LEP students continue to perform below grade expectations, according to the perceptions of the school personnel who submitted the annual program assessment. However, almost by definition, a student limited in English proficiency could not perform at grade level, particularly when standardized tests are used as a criterion. It would be desirable to look for additional indicators of educational success for LEP students, including less retention in grade, lower drop-out rates, and evidence of achievement in the core curriculum by non-traditional measures. (These standards would also be measures of the success of the schools, not just the LEP students, particularly regarding changes in practices in grade retention.)

There is little uniformity among the districts in their approaches to identifying LEP students; methods include language proficiency testing, interpretation of standardized test scores, informal testing, and observation and referral. Even within districts, there is evidence that identification and assessment of limited English proficiency are not necessarily guided by consistently applied criteria. This is particularly evident when observation and judgment are the cited bases of identification and assessment.

The trend in 1989-90 continued for most LEP students to be identified in the lower grades, concentrated in kindergarten and first and second grade. The fact that identified LEP children are concentrated in the lower grades suggests that determination of English proficiency is based on interpersonal communicative language skills, which do develop rapidly, especially among young children. However, the data on the educational condition of LEP students offer evidence that more districts are aware that lack of such academic skills as reading and school-learned vocabulary also are part of English proficiency. This was seen in the fact that in many cases, more LEP students were identified as below grade in reading than lacking in oral communication skills.

The State Department of Education, especially in the person of the Bilingual/ESL Consultant, has continued to promote the principle that responsibility for the education of LEP children lies within the classroom, not in pull-out or categorical programs, although these may have a legitimate supplemental role to play. Failure to use district funds to support LEP programs, and to rely exclusively on supplemental programs such as Chapter One-Migrant, were cause for judging districts non-compliant with State mandates.

The finding that 416 LEP students needed but were not receiving services requires some consideration. Districts who fail to provide a language development program are out of compliance and may risk losing all federal funds. However, it is possible that some respondents construed "special LEP services" to mean a pull-out program or separate classroom. In some cases, it is possible that LEP students' needs are being met, as suggested above, through modified mainstream instruction, in which case these students are in fact receiving special services. Districts who reported LEP students needing but not receiving services will be reviewed by the State Department of Education to determine whether compliance issues are involved.

The Consultant has also actively promoted staff development, and was responsible for the interest, mentioned above, that districts have shown in implementing techniques of sheltered mainstream instruction, which again places the main responsibility for educating LEP students where it belongs, in the regular classroom.

Appendix A

LEA DATA FROM EDUCATION PLAN

FOR LIMITED ENGLISH PROFICIENT (LEP) STUDENTS

Summary of LEA Responses

LEA DATA FROM EDUCATION PLAN

FOR LIMITED ENGLISH PROFICIENT (LEP) STUDENTS

The data in this section are compiled from the responses of 64 districts that completed and returned the Education Plan for Limited English Proficient (LEP) Students in the fall of 1989.

I. General Information

Total numbers of districts that reported having a written policy regarding the education of students with limited English proficiency.

Yes	42
No	13

II. Student Data

Total enrollments of public and private schools reported by districts that submitted LEP Education Plans.

Public	186,853
Private	5,301

Methods reported to be used by districts to identify students with a home language other than English.

Routinely asked as part of enrollment	44
Observation and referral by school personnel	61
Written home survey	29
Home visit or parent conference	41
Other	3

Respondents reported the number of students who were from language backgrounds other than English. The statewide totals per language group follow:

Non-English Language Backgrounds Identified

Language	Number
Basque	81
Cambodian	10
Chinese	55
Farsi (Persian)	8
Filipino	6
Laotian	50
Native American	168
Polish	26
Spanish	4687
Vietnamese	63
Other	229
TOTAL	5480

The language groups above were specifically listed on the questionnaire form. Analysis of the "Other" category showed that 23 other language groups were represented. Following are the numbers of students from language groups that were represented by at least 10 students each:

Language	Number
German	21
Japanese	16
Korean	40
Portuguese	24
Romanian	29
Thai	26

Districts are required to assess the English proficiency of students who may be LEP. Respondents reported use of the following methods of assessment.

Method	Number
Teacher-made tests	24
Criterion-referenced tests	28
Norm-referenced tests	37
Other	19

The most frequently named norm-referenced tests were the Language Assessment Scales (12 respondents) and the Iowa Test of Basic Skills (18 respondents). The most frequently named criterion-referenced test was the LAS (15 respondents). Other tests named were the Brigance and the Peabody Picture Vocabulary Test, including a Spanish translation of it. (Translating tests is not generally considered a valid measurement practice.) In all, over twelve different tests were named, including some that are intended to be intelligence measures, one that is a Spanish academic achievement test, and a mathematics test.

The listing of these instruments reveals an issue which was apparent in the 1988-89 report also, which is that the respondents did not share understanding of the nature of the instruments. For example, the most frequently listed instrument was the Language Assessment Scales, named 32 times. However, as noted above 15 respondents considered it criterion-referenced, twelve considered it norm-referenced, and five included it under "other". Whether the LAS is correctly classified as a criterion-referenced or a norm-referenced test may be less important than whether its users understand the kind of information it and other tests provide. Awareness of test use might be included in the state department's plans for technical assistance to LEAs.

In addition, the variety of testing instruments used continues to raise questions about how their results are interpreted. Only a few were developed as measures of language proficiency. Others are achievement tests, basic skills tests or even intelligence and ability tests. (The reading portion of achievement tests may be considered measures of certain aspects of language proficiency.) One district listed several different tests, and it is difficult to believe that the use of many tests could somehow constitute a coherent set of criteria for assessment. Further monitoring by the state could reveal whether instruments are being used correctly in the identification process.

Respondents reported the number of students by grade level who were assessed for English language proficiency:

Grade	Number Assessed
K	658
1	813
2	679
3	561
4	510
5	506
6	474
7	424
8	393
9	355
10	306
11	254
12	225
TOTAL	6130

The total numbers of students in public and private schools who were assessed and identified as LEP were:

Public	2929
Private	3
TOTAL	2932

III. Information on Instructional Services for LEP Students

Respondents reported the numbers of LEP children by grade level who received services in both public and private schools within their districts.

Grade	Public	Private
K	417	2
1	508	1
2	331	0
3	224	0
4	213	0
5	156	0
6	178	0
7	129	0
8	97	0
9	104	0
10	88	0
11	70	0
12	44	0
TOTAL	2576	3

The following methods were reported as being used to provide ESL, bilingual or language development in the public schools.

Model	Number
ESL within regular classroom	35
ESL class with certified teacher	23
Self-contained bilingual classroom	4
Pull-out with aides	52
ESL in content area	31
Adaptation of regular materials	34
Native language materials	10
In-class native language support with aides	27
Peer tutoring/cooperative learning	43

The districts reported that 416 identified LEP students were not receiving special services. On the form for the plan, districts who reported that some LEP students were not served were asked to explain why. One district, that accounted for 66% of the LEP students who

were not receiving needed services, offered as its reason "insufficient personnel". Another, that accounted for an additional 20%, stated that most of its LEP students were receiving some service, including Chapter One. Another district with similar numbers stated that "Most LEP do not qualify for migrant [services]". Information such as this provides a basis for personnel from the State Department of Education to perform more in-depth reviews and encourage the districts to devise remedies.

The following methods were reported to be used in the districts to provide LEP students access to the district core curriculum.

Methods Used for Access to Core Curriculum

Method	Number
Regular mainstream	56
Modified mainstream	45
Resource teacher	37
Simplified teacher speech	24
ESL in content area	31
Adapt regular materials	43
Supplemental native language materials	12
In-class native language support	27
Peer tutoring/cooperative learning	42
Content instruction in first language	13
Pull-out content tutoring	43
After-hours content tutoring	7

Number of identified LEP students who qualified for services under Chapter One-Migrant:
2249

Number of identified LEP students who had Individual Education Plans for special education:
219

Concerns are sometimes raised that LEP students may be placed in special education simply because their language skills do not allow them to do well on screening tests. However, the figure of 219 does not suggest that LEP students are overrepresented in special education. The one cause for concern is that one district reported the IEP, a special education document, as a means for communication with parents of LEP students.

The numbers of persons in listed positions who are specifically assigned per job description to serve LEP students were reported:

Assigned Per Job Description to Serve LEP Students

Position	Total Number
Teachers	
Elementary	53
Middle School	12
Junior High School	21
High School	17
ESL/Bilingual Resource Teacher	15
Aides	
Elementary	95
Middle/Junior High	26
High School	14
Counselors	11
Psychologists	9
Other	17
TOTAL	290

Total number of schools in responding districts:
388

Number of schools at which staff are assigned per job description to provide services for LEP students:
124

Funding Sources Utilized to Serve LEP Students

Source	No. of Districts Utilizing
Regular district funds	53
Title VII	1
Chapter One	28
Chapter One-Migrant	39
Chapter Two	8
Head Start	1
Refugee Transition Program	3
Other	3

Districts were asked who is responsible for monitoring the progress of LEP students in language development, basic skills or content instruction. Responses were:

Director of Educational Program for LEP Students	30
Teacher	36
Counselor	8
Other	29

The Education Plan asks whether criteria are specified to identify students who no longer need special attention in the area of ESL or bilingual education. Forty-five districts responded in the affirmative, and fourteen negative. Criteria listed by the districts were nearly evenly divided among the three methods from which they were to choose:

standardized test scores	41
grades	40
teacher judgment	43

It is difficult to construe how teacher judgment could constitute "specified criteria". The question on the Education Plan may be misleading and should be reworded to ask what criteria are used to redesignate former LEP students. In this case, however, it would not necessarily be expected that specified criteria per se would be in place.

The State considers parent involvement in their children's education to be important, and therefore asks whether native language translation is provided to parents in each of four means of home-school contact. Following are the numbers of respondents who replied yes or no to each:

	Yes	No
Parent-teacher conferences	56	5
Written notes	54	7
Flyers, newsletters	30	22
Parent meetings	47	11

IV. Staff Development

The ability of districts to meet the special needs of limited English-proficient students depends on staff development. Therefore, the State asked the following questions. The numbers who responded yes or no to each are given.

	Yes	No
Does the district pre-service and/or in-service address issues in the education of limited English proficient children?	44	16
Does the district provide workshops, in-services or course work for staff who are designated to serve LEP children?	56	7

Does the district conduct needs assessments for the staff development of persons assigned to serve LEP children?	41	20
Does the district as a matter of policy hire staff to work with LEP children based on relevant credentials or training?	44	16

Appendix B

LEP PROGRAM ASSESSMENT DATA

Summary of LEA Responses

LEP PROGRAM ASSESSMENT

Beginning with the 1989-90 school year, all districts that had not certified no LEP enrollment were required to submit an Assessment of the Limited English Proficient Program. This requirement was imposed because any district that enrolls LEP students must provide English language development and access to the district curriculum. Thus, in essence, all such districts should have a program, whether formalized or not, which can be assessed. The following data summarize the information provided by the 63 districts that were required to do so.

I. Student Data

The 63 districts reported a total public school enrollment of 184,140 and a total private school enrollment of 4,645. They reported 3,440 LEP students enrolled in the public schools.

Total public school LEP enrollment:	3440
Number of LEPs served:	3389
Number of LEPs not served:	51

Thus 98% of the enrolled LEP students were reported to have received services; therefore 5% did not. Unlike the fall Education Plan, the Assessment does not ask for an explanation of the numbers not served. It is interesting that the spring form reported 813 (31%) more LEP students served than did the fall form, and fewer not served. This is evidently due to the influx of migrant students in the spring and the provision of Chapter One-Migrant services to larger numbers of students.

The districts reported the numbers of LEP students served per grade level. Those numbers were aggregated into the following statewide totals.

Grade	Number Served
K	461
1	557
2	379
3	289
4	254
5	238
6	224
7	228
8	188
9	174
10	181
11	128
12	99
TOTAL	3389

These data are consistent with the trend which has been noted previously, which is that numbers of LEP enrolled decline from grade level to grade level. Again, three possible interpretations present themselves: 1) Children enter school at a low level of English proficiency relative to their grade peers and become proficient as they get older. 2) Children acquire social and functional levels of English in school which mask the language problems which nonetheless persist, and thus LEP students are undercounted at higher grades. 3) Lower numbers at the secondary level are accounted for in part by attrition, i.e., LEP students drop out due to academic difficulties. These are interpretations that have implications for training and practices in the identification of LEP students.

II. Student Assessment

The program assessment asked respondents to estimate the percentage of LEP students in four grade ranges who were below grade level in reading, mathematics, and writing, and who lacked listening and speaking skills in English.

The following table shows the number of respondents who reported percentages below grade level per grade range and content.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	55	54	43	45
Math	56	53	48	43
Writing	55	54	49	45
Listening and Speaking	56	53	48	43

The following table shows the median percentages reported for the number of LEP students determined to be below grade level during the 1989-90 school year in reading, math and writing and lacking listening and speaking skills in English.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	60%	80%	75%	90%
Math	43%	50%	45%	40%
Writing	60%	82%	80%	87%
Listening and Speaking	67%	67%	60%	77%

Median rather than mean percentages are reported here because the percentages reported by the districts were based on differing numbers of students. The median value means that half the respondents reported a percentage greater than the value given in the table, and half reported a percentage lower than that value.
This table suggests that LEP students have the least difficulty with mathematics, which is popularly perceived, rightly or wrongly, as requiring less language ability. Moreover, computational skills learned in the native language are readily transferable to similar tasks posed in English.

These data are particularly interesting in how they differ from the corresponding data from 1988-89. The data from that year suggested that limited English proficiency did not necessarily imply difficulty with grade-level work. For example, in 1989, the median value for the percentage who lacked listening and speaking skills in the 4-6 grade range was 80%. Yet the corresponding value for below grade level in reading was only 67%. In 1989, this seeming contradiction applied only to the lower elementary grades, where more students were perceived as lacking listening and speaking skills than were below grade expectations in reading and writing. The difference in the data between the two years is encouraging because it suggests that the State has been successful in its efforts to have districts look beyond superficial oral fluency in determining limited English proficiency.

The 1988-89 report pointed out that inaccuracy in these estimates comes from at least two sources. One is the lack of precision in the concepts "below grade level "and "lacking listening and speaking skills". Another is the variety of methods used to determine the estimates.

Respondents were also asked to indicate whether standardized tests (ST), informal assessment (IA), or teacher observation (TO) were used to determine the percentages of LEP students below grade level in the three skills or who lacked English listening and speaking skills. The numbers who identified each method for each skill area are shown below.

	Method		
Skill	ST	IA	TO
Reading	38	39	51
Math	37	37	51
Writing	23	42	53
Speaking and Listening	19	44	55

These numbers suggest that a lack of standardized instrumentation may contribute to disparate understandings of "grade level" and "listening and speaking skills".

III. Parental Involvement

The assessment asks how parents of LEP students in the district are kept informed of LEP activities. A list of four options was presented, and respondents checked which were used in their districts. They also indicated whether or not documentation was kept of these activities.

Method	Number	Documentation Kept?	
		Yes	No
Parent Meetings	36	22	10
Parent/Teacher Conferences	59	40	15
Written Notices	43	32	10
Other	23	2	1

Twenty-three districts reported using "Other", and descriptions included direct contact, such as an outreach worker or home-school liaison. The low numbers under "documentation kept" under "Other" may be misleading because the questionnaire did not provide a yes-or-no response option to "Other".

IV. Instructional Services Profile

Respondents were presented a list of six English language instructional models and asked to check which were employed in their LEP programs.

Model	Number
Modified regular classroom	41
Peer tutoring	40
Teacher pullout	31
Summer school	32
Aide/tutor pullout	57
Other	11

Aide pullout to be the most commonly used model. However, all but one district reported using more than one model, and that single district also relied exclusively on aide pullout. The previous year, with fewer districts responding, three districts used only one model, and two of those were exclusively aide pullout. This is another encouraging sign. A concern about the aide pullout model is that the student who is taken from class is isolated from peers, may be missing important work in the classroom, and is receiving special assistance from other than a certified teacher. Aide pullout must be used judiciously.

V. Staff Development And Training

Districts were asked to what degree persons involved in the LEP program were adequately trained to meet LEP students' needs. They were asked to assess the adequacy of training for aides/tutors, teachers, administrators, counselors and parents on a scale of 1 to 5 where 5 meant "adequate" and 1 meant "inadequate". Six districts did not fill out this part of the form; this section was left blank by eight districts the previous year. Three of the districts that left the section blank in 1990 reported having had trainings and therefore should have been able to assess their adequacy.

The following results show that on a statewide average, aides and tutors were perceived as being the most adequately trained staff, slightly higher than the perceived level of adequacy of teachers' training. However, the level of perceived adequacy dropped for those two groups from the previous year, while the levels for administrators' and counselors' training remained constant, and the parent training was considerably higher. These results suggest a greater awareness of training needs; they are not an evaluation of the quality of the workshops the teachers and other staff attended.

Persons	Average Training Adequacy
Aides/Tutors	3.7
Teachers	3.6
Administrators	3.2
Counselors	2.9
Parents	2.7

The assessment form listed seven topics for possible training and asked respondents to check which ones were needed in their districts.

Topic	Number
Language Acquisition Theories	28
Language Assessment	35
ESL Materials	45
Methods of Teaching ESL	48
Cooperative Learning	27
Sheltered Mainstream	31
Peer Coaching	27

These results are similar to the previous year's in that ESL methods and materials were the most frequently named. However, they are different in that language assessment ranks considerably higher than language acquisition theories. Sheltered mainstream had been named by only seven respondents the year before. Its popularity in 1990 is no doubt due to the series of workshops on that topic that were sponsored by the State Department of Education.

Thus "Methods of teaching ESL" was most frequently selected as a training topic most needed, followed by "Language acquisition theories". This is consistent with the previously reported finding that districts seem to perceive second language development as students' greatest need and the service the schools are most prepared to provide.

Districts reported how many trainings had been held for aides/tutors, teachers, administrators, counselors and parents.

Aides/Tutors	154
Teachers	159
Administrators	85
Counselors	20
Parents	36

These figures are very important. First, they represent 424 reported trainings, an increase of 213 over 1988-89. (The fact that in some cases staff from more than one district attended and thus reported the same training does not detract from the importance of this finding.) Second, more trainings were reported for teachers than for aides, who in 1988-89 received more than did teachers. This is an indication of the State Department's success in promoting the concept that responsibility for the education of LEP students lies within the district classroom.